

SECTION 2 – THE PLANNING PROCESS

Due to the highly variable weather and geographic conditions, Maine has for centuries been vulnerable to many natural hazards. Usually able to resolve the problems caused by weather events, the April 1987 Flood proved overwhelming, and the State requested assistance. *The Maine Hazard Mitigation Plan* was prepared to refine mitigation techniques and to make the state eligible for federal disaster relief in 1987. The Plan was updated in 1989, 1991, 1993, 1995, 1996, 1997, 1998 and 2000.

DOCUMENTATION OF THE PLANNING PROCESS

<i>Requirement §201.4(c)(1)</i>	<i>[The State must include a] description of the planning process used to develop the plan, including how it was prepared, who was involved in the process, and how other agencies participated.</i>
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The “Great Ice Storm of 1998” had brought representatives together from most State agencies to share the Emergency Operation Center (EOC) at Maine Emergency Management Agency MEMA for some twenty-eight days and nights. They were members of the Emergency Response Team (ERT) and much of their experience, along with reports from the towns and counties, informed the “collective knowledge” that is still used as a “worst case scenario” for planning purposes.

In 2003 and 2004, a concerted effort to develop a new State Hazard Mitigation Plan was led by the planning staff of MEMA. Using the original *Maine Hazard Mitigation Plan* (409 Plan) as a framework, this version has been developed in several phases: review of the existing plan, extensive interviews and meetings with other state departments, agencies and commissions, meetings throughout Maine’s sixteen counties, participation in the FEMA DMA 2000 workshop, consulting other states (and/or their plans) as they went through the process and reviewing the FEMA-approved state plans of Missouri and Washington. In addition to state efforts, an engineering and planning consultant helped to further develop the risk assessment and capability assessments sections.

During the period of October 2003 to September 2004, there were 35 meetings. Many of these were one-to-one meetings with state departments or agencies or their designated specialists. In March 2004, they were invited to a meeting with Federal Emergency Management Agency (FEMA) representatives in order to further develop the Plan. Though only several departments attended the meeting, most of them did send comments via email. After all the individual meetings with state departments and agencies, their representatives and the engineering and planning consultant who had helped five counties develop their plans, met in the EOC on September 9, 2004. This Hazard Mitigation Team strategy session was attended by the Director and Deputy Director of MEMA and resulted in a finalization of mitigation goals and prioritized mitigation measures.

All pertinent persons (including their titles and organizations) involved in the planning processes are listed in the “Summary” of meetings at the end of the “Planning Process” section. Unless otherwise noted in captions or footnotes, their specific contributions are detailed in the type of meeting or TELCOM described there.

All the agencies listed in the “Summary of Meetings” were involved and assisted in preparing the Plan by:

- Providing natural hazard information specific to their organizations
- Reviewing draft sections of the Plan and commenting
- Identifying goals and actions for the new Plan

Additionally, the MEMA website main menu has a section entitled, “The Hazards We Face” which profiles both natural and human-caused hazards in the state. While there is no tally of the number of “hits” the website receives, frequent calls and emails from the public indicate that it is known and well used. To date, there have been many requests for grant monies, but no comments on the state planning efforts. The citizens who are most concerned about lessening the impacts of hazards tend to be on the town or county planning committees. Their names, titles and communities are found on the sign up sheets in the County Plan appendices.

Except as just described, there admittedly was little participation from the general public, non-profits and local businesses. This was due in large part to the fact that the county and state plans were being written concurrently. Time and resources were too limited to address a more comprehensive approach.

Coordination Among Agencies

<i>Requirement §201.4(b):</i>	<i>The [State] mitigation planning process should include coordination with other State agencies, appropriate Federal agencies and interested groups.</i>
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As indicated in the previously described summary of meetings, individual meetings with other State agencies was ongoing for 11 months. During that time, a common theme emerged from the discussions. Much of the mapping available to the agencies is outdated at best, and inaccurate at worst. This has strengthened commitment to GIS mapping efforts and to having the technical support available to access and/or improve existing information. One outcome from the meetings was a greater awareness of the “layers” that are currently available on the Maine GIS library. To help defray the costs of new mapping projects, agencies are sharing some of the costs.

In the future, as resources are available, outreach to businesses and non-profit organizations will be done through their professional associations as coordination efforts continue. Again, accurate maps showing vulnerable areas would be very useful documentation in this outreach. Additionally, it would be invaluable to have “case studies” which showcased mitigation projects that have actually helped local businesses to thrive after hazard effects have been reduced.

Program Integration

<i>Requirement §201.4(b):</i>	<i>The [State] mitigation planning process should be integrated to the extent possible with other ongoing State planning efforts as well as other FEMA mitigation programs and initiatives.</i>
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Since flooding is the state’s primary hazard, most mitigation planning efforts have been integrated with those of the State Planning Office (SPO). It is the SPO that oversees the Comprehensive Plans, Map Modernization (flood mapping) projects, State Coastal Zone Management, State Shoreland Zoning, Land Use Regulations, the National Flood Insurance Program (NFIP) and Community Rating System communities.

Much of the other integration has been on an ad hoc basis, often from lessons learned by Emergency Response Team (ERT) members. In the future, the ERT may be able to add members who could serve, not in a response function, but in a more coordinated planning role. Certainly the process of exploring the mitigation efforts within the state made it clear that much is being done. This is detailed in the “State Mitigation Capabilities” section of the Plan. However, this shortcoming, which will also be more fully described in the “State Capability Assessment”, is that today no real coordination exists between the many programs. A major first step toward coordination has been assembling the “capability table.” It’s a first attempt to capture in one document a listing of the programs or policies and their respective “owners.”

Since a pre-requisite of FEMA funding is the existence of approved local and state plans, the three programs that are most integrated to the plans are pre-disaster mitigation competitive (PDM-C) the hazard mitigation grant program (HMGP) and the Flood Mitigation Assistance (FMA) grants. Going forward, the projects identified in the local plans will be linked to the overarching goals of the state Plan, especially with regard to flooding, which is the state’s number one hazard.

SUMMARY OF MEETINGS

Date	Time	Place	Topic(s) /Actions	Persons(s)/Agency
24 Oct 03	Ongoing	Emails; TELCOM	Discussed risk assessment information for State property; exchanged emails and calls over 1 week period.	Dave Fitts, Director, Dept of Administration and Finance, Risk Assessment JoAnn Mooney, MEMA
12 Nov 03	1:30 – 4:30	State Planning Office (SPO)	Discussed flood mitigation efforts through floodplain management and flood insurance participation	Lou Sidell, NFIP Mgr.; SPO JoAnn Mooney, MEMA
13 Nov 03	9:00 – 10:30	Business Information Systems (BIS) Offices	Discussed mitigation efforts re: mapping hazards, specifically for State dams [see NOTE at end of table]	Dan Walters, GIS Manager Bob White, Sr. Analyst JoAnn Mooney, MEMA
17 Nov 03	9:00 – 11:30	Dept of Forestry, Fire Protection	Discussed fuel loads and GIS mapping of fire occurrence in the State	Greg Miller, GIS Coordinator JoAnn Mooney, MEMA
21 Nov 03	1:00 – 2:30	Dept of Agriculture	Discussed Agriculture's concern and mitigation efforts re: soils	Dave Rocque, Soils Scientist, Dept. of Agriculture JoAnn Mooney, MEMA
17 Dec 03	9:30 – 12:00	SPO	Discussed coordinating and clarifying efforts in writing the: State <i>Comprehensive Plan</i> and State Hazard <i>Mitigation Plans</i>	Lou Sidell, SPO Mary Ann Hayes, SPO Sylvia Most, Muskie School JoAnn Mooney, MEMA
17 Dec 03	2:00 – 2:45	TELCOM	Clarified the requirements and deadlines for Comp and Mitigation Plans	FEMA Region I, Boston Office Lou Sidell, SPO Mary Ann Hayes, SPO Sylvia Most, Muskie School JoAnn Mooney, MEMA
5 Jan 04	Ongoing	Emails	Began 2 week email correspondence re: Maine climate and its affect on natural hazards	Gregory Zielinski, State Climatologist, University of ME
15 Jan 04	11:30 – 3:30	Augusta	"Walked through" and clarified required components of the Plan	Ivy Francis, FEMA Judy Maloney, FEMA JoAnn Mooney, MEMA
27 Jan 04	9:00 – 11:00	EOC – MEMA	Reviewed current and proposed mapping layers available through OGIS (roads, hospitals, Red Cross shelters, dams); need for equipment and training	OGIS (presented) MEMA Staff
13 Feb 04	10:00 – 11:30	Dept of Agriculture	Discussed mitigation efforts re: infestations and diseases that affect Maine plants, forests	Ann Gibbs, State Horticulturist JoAnn Mooney, MEMA
20 Feb 04	10:00 – 11:00	MEMA	Reviewed current drafts of hazard sections	Rayna Leibowitz, Sr. Planner, MEMA Helene Whitehouse, Planner
23 Feb 04	9:00 – 10:30	EOC – MEMA	Reviewed current flood mapping/warning capabilities; several staff agreed to work on the project	MEMA Staff
26 Feb 04	9:00 – 10:30	MEMA	Reviewed current draft	Andy Mendes, Red Cross

			sections of the Plan	JoAnn Mooney, MEMA
27 Feb 04	9:00 – 11:00	Dept of Forestry, Fire Protection Div.	Discussed ME Forestry's operations; fire prevention and mitigation efforts	Bill Williams, Supervisor, Forest Protection JoAnn Mooney, MEMA
4 Mar 04	10:00 – 12:00	EOC – MEMA	Stakeholders overviewed and reported on current and predicted river conditions and state water levels.	River Flow Advisory Committee (including dam owners, State agencies, USGS, Coast Guard, Law Enforcement and MEMA)
5 Mar 04	9:00 – 12:00	State Planning Office	Reviewed current draft of Plan and discussed changes, additions and follow up contacts.	Steve Coleman, FEMA Judy Maloney, FEMA Lou Sidell, State Planning Office, Floodplain Management Steve Timpano, Inland Fisheries, Environmental Coordinator Steve Burgess, MEMA JoAnn Mooney, MEMA
8 Mar 04	11:00 – 11:15	TAG Conference - MEMA	Monthly County Directors Meeting: distributed current draft of flood occurrence table; sought additional data	16 County Directors JoAnn Mooney, MEMA
11 Mar 04	10:00 – 11:30	Dept of Agriculture	Reviewed current draft of Plan and discussed primary hazards for agriculture, livestock	Shelley Doak, Director, Animal Health & Husbandry JoAnn Mooney, MEMA
11 Mar 04	1:00 – 3:00	State Fire Marshall's Office	Reviewed current draft of Plan and discussed need for more staff for mapping fire causes, effects and database analysis	Richard Taylor, Planner/ Researcher, State Fire Marshall's Office JoAnn Mooney, MEMA
25 Mar 04	9:00 – 10:00	EOC – MEMA	Reviewed current rain gauge and data availability for early flood stage monitoring and warnings; need for research into other databases	River Gauge Committee and Project Manager
8 Apr 04	12:30 – 12:45	EOC – MEMA	Monthly County Directors Meeting: distributed current drafts of hurricane, summer and winter storm tables; sought additional data	16 County Directors JoAnn Mooney, MEMA
9 Apr 04	8:00 – 12:30	Sanford Town Office	Table top exercise of Emery Mills Dam (High hazard) draft EAP; evaluators reviewed need to revise notification process and <i>establish a secure EOC for this – and any hazard situation</i>	ME State Police Sanford Police Sanford Fire & Rescue Sanford EMA Sanford Public Works Dept. Town Manager's Representative City Councilman Area citizens York County Representative JoAnn Mooney, MEMA
16 Apr 04	9:00 – 10:30	EOC – MEMA	Discussed current findings on river gauge information; determined need to survey County Directors	River Gauge Committee and Project Manager
24 Apr 04	2:00 – 4:00	MEMA	Reviewed draft sections with Director	Arthur Cleaves, Director JoAnn Mooney, MEMA

27-28 Apr	All Day	VT	Attended Benefit Cost Analysis Training	Region I Attendees JoAnn Mooney, MEMA
29-30 Apr	Day and half	VT	Attended annual FEMA Conf.	Region I Attendees JoAnn Mooney, MEMA
5 May 04	All Day	Portland, ME	Attended functional exercise of emergency action plan for Skelton Dam, York County. Identified: areas of notification, roles and responsibilities that need clarification and need for local inventories of equipment under this and "all-hazard" plans.	FPLE (Owner) Representatives Wright-Pierce Engineering Saco, Buxton, Dayton Fire, Police, EMAs ME State Police ME Turnpike Authority ME Inland Fisheries & Wildlife Maine Forest Service Coast Guard State / Regional Dispatchers Railroad Representatives National Weather Service York Country Representatives Red Cross (regional) Central Maine Power FERC Representatives Maine State Dam Inspector JoAnn Mooney, Mit Planner
7 May 04	10:00 – 11:00	MEMA	Began review of files and current status of grants and mitigation plans. Discussed regional vs. town planning efforts. Agreed first priority was to contact non-compliant towns to offer assistance. SHMO to provide spreadsheet with towns to be contacted.	Steve Burgess, SHMO JoAnn Mooney, Mit Planner
12 May 04	10:00 – 3:00	Franklin County	Provide technical assistance for revising the County Plan	Tim Hardy, County Director Olive Toothaker, Asst. Director Sabra Stirling, Farmington Town Office
22 May 04	11:00 – 5:00	MEMA	Writing State Plan sections	JoAnn Mooney, Mit Planner
25 May 04	10:00 – 3:00	MEMA	FEMA assistance re: Mitigation 101	Steve Colman, Branch Chief JoAnn Mooney, Mit Planner
26 May 04	8:00 – 12:00	MEMA	FEMA assistance re: Mitigation 101 cont'd	Steve Colman, Branch Chief JoAnn Mooney, Mit Planner
26 May 04	1:30 – 2:00	MEMA	TELCOM re: Oxford Plan	Carol Fuller, AVCOG JoAnn Mooney, Mit Planner
28 May 04	10:00 – 1:00	Cumberland County	Meeting to discuss hazard mitigation planning; town meetings and projects	George Flaherty, County Director Planner from Conservation JoAnn Mooney, Mit Planner
3 June 04	8:30 – 5:00	MEMA	Mitigation 101 continues re: PDM planning grants, process	Judy Maloney, FEMA JoAnn Mooney, Mit Planner
9 June 04	11:00 – 1:00	MEMA	Meeting to discuss hazard mitigation plan for town of Greenbush (Penob)	Al Weatherbee, 1 st Select Planner? JoAnn Mooney, Mit Planner
14-18 June 04	All week	Charleston, West Virginia	National training and conference for State Hazard Mitigation Officers	FEMA Hdqtrs, DC Vendors 31 states JoAnn Mooney, Mit Planner

21 June 04	1:00 – 3:00	MEMA	Review requirements of county hazard mitigation plan; provide template; explain 75/25 split, provide contacts	Jonathan Seavey, County Director JoAnn Mooney, Mit Planner
22 June 04	1:00 – 3:00	MEMA	TELCOM w/FEMA re: the revisions to the Oxford county plan that Carol is writing; offer of project identification from Jim.	Paul White, FEMA Steve Colman, FEMA Judy Maloney, FEMA Jim Bruni, FEMA Dan Schorr, County Director Dawn Dunn, Asst. Director Carol Fuller, AVCOG
23 June 04	10:00 – 12:00	Skowhegan (Somerset)	Community meeting to discuss requirements of state and local plans, deadlines, process. Template provided and project identification emphasized.	Jim Bruni, FEMA Bob Higgins, County Director Citizens and town officials from surrounding towns JoAnn Mooney, Mit Planner
25 June 04	11:00 – 11:30 1:00 – 2:30	- Falmouth – project inspection - Sagadahoc	Meet w/county director to review plan requirements; deadlines, project identification. Provided template; explained 75/25.	Rusty Robertson, County Director Jim Bruni, FEMA JoAnn Mooney, Mit Planner
30 June 04	12:30 – 5:30	Ft. Kent	Drive to Ft. Kent	Judy Maloney, FEMA Jim Bruni, FEMA JoAnn Mooney, Mit Planner
1 July 04	9:00 – 10:00 2:00 – 3:00	Ft. Kent Caribou	- Inspect sites of relocation, restoration project - Plan review meeting at Aroostook County office	Judy Maloney, FEMA Jim Bruni, FEMA Darren Woods, Dep. Director JoAnn Mooney, Mit Planner
2 July 04	11:00 – 1:00	Machias	Meet w/county director to review plan requirements; deadlines, project identification. Provided template; explained 75/25.	Judy Maloney, FEMA Jim Bruni, FEMA Paul Thompson, Director JoAnn Mooney, Mit Planner
13 July 04	9:00 – 12:00	MEMA	Grant review committee meeting	Judy Maloney, FEMA Jim Bruni, FEMA Steve Timpano, IFW Lou Siddel, SPO JoAnn Mooney, Mit Planner
14-15 July	All day	Newington, NH EOC	DMA 2000 Risk Assessment Workshop	Paul White, FEMA Judy Maloney, FEMA Candice Tanner, FEMA Cumberland Fire Dept. John Doucette, Norridewock Bob Dunphy, North Anson Sabr Sterling, Farmington NH consultant (State Plan) NH fire/police/town representative JoAnn Mooney, Mit Planner
20 July 04	9:00 – 10:00	Dover-Foxcroft	Presentation to county hazard recommending that they approve the development of a county mitigation plan; answered questions re:	3 County Commissioners Jonathan Seavey, County Director Citizens of the county Bangor Daily News reporter

			deadlines, requirements, 75/25, project identification.	Judy Maloney, FEMA Rayna Leibowitz, MEMA JoAnn Mooney, Mit Planner
22 July 04	12:45 – 1:15	Senator Rest.	- presentation to Waldo for 1 st county (in ME and Region I) plan approved by FEMA - asked that “the veterans” help the counties who are just beginning - asked the Directors for more help with the State Plan - gave overview of PDM-C - gave handout on eligible and in-eligible projects	14 County Directors Art Cleaves, MEMA Director Steve Burgess, Dep. Director Rayna Leibowitz, Sr. Planner JoAnn Mooney, Mit Planner
26 July 04	9:30 – 10:00	TELCOM	Reviewed Knox County Plan with Sylvia. Discussed adding H hazard dam info and brochures developed by county.	Sylvia Birmingham, County Director JoAnn Mooney, Mit Planner
27 July 04	12:00 – 12:30	TELCOM	Discussion of FEMA’s plan requirements with Sagadahoc County; incentives for writing such a detailed plan; billing questions; eligible projects.	Rusty Robertson, County Director Darla Jewett, Consultant JoAnn Mooney, Mit Planner
29 July 04	1:00 – 2:00	Maine Historic Preservation Commission	Met with Mike Johnson to review requirements for PDM and HMGP project review.	Mike Johnson, MHPC JoAnn Mooney, Mit Planner
9 Aug 04	2:00 – 3:30	MEMA	Review Cumberland County Plan with their consultant	Jeff Edelstein JoAnn Mooney, Mit Planner
10 Aug 04 11 Aug 04	9:00 – 5:00 8:00 – 12:00	MEMA EOC	Review elements of State Plan; discuss how to find missing information; TELCOM w/ NESEC re: use of HAZUS for mapping earthquake, hurricane and flood in Maine	Steve Colman, FEMA Esther Aranda, URS Corp. Ed Fratto, NESEC JoAnn Mooney, Mit Planner
16 Aug 04	9:00 – 12:00	Bangor	Led Penobscot towns through FEMA guidelines and Waldo (Model Plan) fielded questions re: deadlines, resources, funding	26 participants from Penobscot County, including County EMA Director and Deputy Director; JoAnn Mooney, Mit Planner
24 Aug 04	10:00 – 12:00	MEMA	Met with FEMA photographer for Canton demo/acquisition project in Canton	Gary Hegg, FEMA JoAnn Mooney, Mit. Planner
25 Aug 04	8:30 – 5:00	Augusta	Continued review and edit of State Plan with URS	Esther Aranda, URS JoAnn Mooney, Mit. Planner
26 Aug 04	10:45 – 1:30	Wells Reserve	Provided “Overview of Hazard Mitigation” to “Sand Dune Rules Stakeholder Group”	Participants from York and Cumberland counties Maine Audubon Society Maine Inn Keepers Assoc. Dept. Environmental Protection Lou Sidell, SPO Esther Aranda, URS Corp JoAnn Mooney, Mit Planner

	2:30 – 3:30	Portland	Reviewed mitigation projects with Cumberland County Director	George Flaherty, Cum. Dir. Esther Aranda, URS Corp JoAnn Mooney, Mit Planner
9 Sep 04	1:00 – 3:00	EOC (Augusta)	Strategy session to finalize and prioritize mitigation goals and measures	Art Cleaves, Director, MEMA Steve Burgess, Dep. Dir. MEMA Dale Rowley, Consultant Steve Dickson, State Geologist John Delvechio, State Planning Office – Executive Dept. Andrew Mendes, Red Cross Richard Taylor, Fire Marshall's Office Joe Sukaskas, ME Public Utilities Commission Mary Ellen Johnston, Dept. Ag. Dan Robbins, Dept. Transport. Esther Aranda, URS Corp. JoAnn Mooney, Mit. Planner
14 Sep 04	8:30 – 4:30	Bangor	"How To" FEMA workshop re: developing mitigation applications for PDM-C, HMGP, and FMA	15 participants from Penobscot, Piscataquis, Hancock and Washington Counties JoAnn Mooney, Mit. Planner
21 Sep 04	8:30 – 4:30	Portland	"How To" FEMA workshop re: developing mitigation applications for PDM-C, HMGP, and FMA	27 participants from Cumberland, Oxford, Kennebec and York Counties JoAnn Mooney, Mit. Planner
23 Sep 04	6:00 – 8:30 PM	Ellsworth	Overview of PDM-C requirements and their link to the State and County Plans; gathering signatures for County Plan	Hancock County EMA's, Fire Chiefs, and Town Officials Ralph Pinkham, County EMA Director and Linda Fuery, Deputy Director Jim Bruni, FEMA JoAnn Mooney, Mit. Planner
27 Sep 04	9:00 – 12:00	Augusta	Meeting to prioritize action items in Kennebec County Plan; link to State Plan priorities and actions	Kennebec County EMA's, Fire Chiefs, Town Officials Vincent Cerasuolo, County EMA Director Mark Belserene, Deputy Director Dale Rowley, Consultant JoAnn Mooney, Mit. Planner
4 Oct 04	5:00 PM	Augusta	2 nd Edition of State Plan Fed-Ex'd to FEMA	JoAnn Mooney, Mit. Planner
14 - 15 Oct 04	8:30 – 5:00	Augusta	Meeting to make revisions based on Crosswalk requirements	Esther Aranda, URS Dale Rowley, Consultant JoAnn Mooney, Mit. Planner

19 Oct 04	10:00 – 2:30	Ellsworth	Grants Development Workshop; linking to State and County Plans	17 participants from Hancock County including consultants and town officials Jim Bruni, FEMA Angela Magara, FEMA JoAnn Mooney, Mit. Planner
20 Oct 04	8:30 – 2:00	Augusta	Grants Development Workshop; linking to State and County Plans	14 participants from Kennebec, Franklin and Somerset Counties Vincent Cerasuolo, County EMA Director Mark Belserene, Deputy Director Angela Magara, FEMA JoAnn Mooney, Mit. Planner
25 Oct 04	8:00 – 12:00	Caribou	Grants Development Workshop; linking to State and County Plans	Participants from Aroostook County including consultants and town officials Vern Ouellette, County EMA Director Darren Woods, Deputy Director James Bruni, FEMA JoAnn Mooney, Mit. Planner

NOTE: Since it is a project specific to the Dam Safety Program, the meetings, emails and TELCOMs to develop, clarify and test the new MEMA dam database are not included in the table. However, because a reliable database and spatial data are essential to mitigation efforts around flooding, as of this writing, **100** hours were documented.